

## MANAGEMENT REPORT

Date: March 18, 2025  
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Meeting Date: March 26, 2025

TO: Library Board  
FROM: Emily Lapper, Chair, CRPD Committee  
**SUBJECT: 2025 Facilities Redevelopment Overview**

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### **SUMMARY**

This report provides an update on library-related capital projects and their status. This includes redevelopment plans for the Marpole and Oakridge branches, and discussion of future library service in the East Fraser Lands (River District), and Señákw / Burrard Slopes developments. It also includes information on the ʔə́yálməxw/lýálməxw/Jericho Lands development, the Children's Library revitalization at Central Library, and the Central Library Master Plan update.

### **PURPOSE**

This report is for discussion and information.

### **RECOMMENDATION**

That the Board receive the report for information.

### **POLICY**

The VPL 2020-2025 Strategic Plan provides priorities for revitalizing library spaces and the [Facilities Master Plan](#) (2018) describes the Library's priorities for selecting branch locations and planning branch redevelopment, as well as identifying recommended future branch sizes. In 2025, the Board will begin discussions about an update to the Facilities Master Plan. This update will align with the City of Vancouver's Official Development Plan (ODP), which is required under new legislation, and will be completed by June 30<sup>th</sup>, 2026. Detailed information about the City of Vancouver's Official Development Plan can be found [here](#).

## **INDIGENOUS CONSIDERATIONS**

VPL's 2020-2025 Strategic Plan commits to seeking opportunities to act on the Calls to Action of the Truth & Reconciliation Commission and considers this priority throughout the plan, including with two related goals: *Reflect and celebrate Indigenous cultures and history* (Shared Spaces & Experiences priority) and *Enhance understanding and appreciation of Indigenous ways of knowing, being and doing* (Belonging & Connection priority). During the strategic plan engagement, conversations with the public and key stakeholders highlighted the need to bring Indigenous history, languages and cultures into library spaces. VPL is committed to being a place to learn about the history and cultures of Indigenous Peoples, referring to First Nations, Métis and Inuit. This will be enabled through the planning, design and naming associated with our new library branches.

The City of Vancouver has a government to government relationship with the xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish) and səɪlɪwətaɫ (Tsleil-Waututh) Nations, which includes staff intergovernmental meetings and Council to Council gatherings. The City of Vancouver coordinates participation by the Nations in facilities redevelopment projects, and is responsible for long term land use planning, such as planning related to the ʔəy̓ əlməxw/ly̓ əlməxw/Jericho Lands and Seńákw/Burrard Slopes areas. The Library participates through these City processes to consult with the Nations on redevelopment projects, hearing areas of interest and concern, and seeking opportunities for collaboration.

## **STRATEGIC IMPLICATIONS**

Goals 2.1 *Reflect and celebrate Indigenous cultures and history* and 2.2 *Develop welcoming, accessible, and sustainable facilities that meet current and future needs and expectations* are part of the Shared Spaces & Experiences priority. The Library must ensure adequate access to space, services, and resources to support an informed, engaged, and connected city.

## **BACKGROUND**

In 2018, the Board approved the [Facilities Master Plan](#) which provides a strategic framework to guide the planning and decision-making for VPL's physical facilities and recommends branch size. The Facilities Master Plan identified the following branches as high priorities for investment:

1. Collingwood
2. Joe Fortes
3. Marpole
4. Kerrisdale
5. West Point Grey

VPL's branch development is funded through the City of Vancouver's Capital Plan. In 2022, the Library submitted priorities to the City of Vancouver capital planning processes based on the

priorities in the Facilities Master Plan and opportunities arising from development, including Oakridge, Marpole, Joyce-Collingwood and Joe Fortes branches; Central Library Children's Library, Level 2 and Level 3; and branch renovations.

On June 22, 2022, the Board confirmed its support for the investment in library facilities and infrastructure in the City of Vancouver's proposed 2023-2026 Capital Plan, noting the continued need for a larger library branch in Marpole and hoping to see greater investment in library facilities renovations in the future.

On June 29, 2022, City Council [approved the 2023-2026 Capital Plan](#), totalling \$3.5 billion, including \$2.8 billion of City-led capital investments, and \$0.7 billion of in-kind contributions achieved through development. Approximately 55% of the City-led capital programs focus on maintenance and renewal of aging assets, while the remaining portion focuses on new or upgraded infrastructure and amenities to support growth.

\$10.4M in capital project funding for libraries, including \$6M from the VPL Foundation, was included as part of \$391M for community facilities in the 2023-2026 Capital Plan. This included project funding for the preliminary detailed design for Joe Fortes (\$2M) as part of the West End Community Hub; collections and equipment for Oakridge branch (\$2.4M); and the revitalization of the Children's Library and Levels 2 and 3 at Central Library funded through the VPL Foundation (\$6M). In addition, it includes program funding for branch maintenance and renovations (\$6.5M). At the June 29, 2022 Council meeting, Board Chair Kevin Lowe spoke in support of the library components of the 2023-2026 Capital Plan on behalf of the Library Board, and noted the continued importance of a larger and renewed Marpole branch.

In July 2023, City Council approved the allocation of \$4.5M from the Provincial Growing Communities fund to the Children's Library revitalization project, bringing the approved budget for the Children's Library to \$8M.

In July 2024, as part of the Midterm Capital Update Process, Council additionally approved up to \$11M to move forwards the temporary expansion of the Marpole branch, recognizing that the permanent redevelopment of this branch had an uncertain timeline.

## **DISCUSSION**

This report provides the status of active VPL facilities projects as well as those which are in the preliminary stages and are public. In each case, staff are working closely with colleagues from various City of Vancouver departments and with consultants.

<b>Library/Neighbourhood</b>	<b>Anticipated Timeline</b>
Oakridge Branch	Completion: Q4 2025
Marpole Branch Expansion	Feasibility Study completed February 2024 Detailed Design and Construction: Q1 2025 – Q4 2026
Marpole Branch Redevelopment	Rezoning Enquiry submitted January 2025
Collingwood Branch	TBD
East Fraser Lands	Planning & Design: 2023-2026 Capital Plan Completion: TBD
Jericho Lands	Future planning TBD
Señákw / Burrard Slopes	TBD
Central - Children's Library	Completion: Q1 2026
Central Library	Master Plan refresh: 2023-2026 Capital Plan Level 2 & 3: Feasibility Study TBD

### **1. Oakridge Branch (new name to be determined)**

The Oakridge neighbourhood population is expected to increase from the current 31,700 to over 47,000 by 2041 due to major redevelopment occurring on the current site and nearby. The previous 13,000 square foot branch was not capable of meeting the forecast for growing and diverse community needs for public space, collections, programs and access to technology. The Oakridge Branch was a medium priority for re-investment in the VPL Facilities Master Plan in 2018, however, City-wide priorities resulted in this project moving ahead.

Due to construction on the previous site, the branch has been operating from a temporary site at the Peretz Centre for Jewish Culture since November 2021. VPL is seeking to extend this lease until we receive occupancy in the new location.

The new branch, planned to open Q4 2025-Q1 2026, will be 22,000 square feet and will be located in a new 100,000 square foot, five-storey civic centre which will also include a community centre, seniors centre, arts and culture area, and childcare. The branch will be infused with natural light and will provide a variety of seating choices and meeting rooms for individuals and groups to meet, work, and learn. As VPL's largest branch, this space will include enhanced

services including an Early Learning Space, an Inspiration Lab, a musical instrument collection, individual meeting pods, and an Indigenous Welcome Space in a prominent location.

Library staff have worked with City partners and the architects to ensure that the branch is designed for flexible use to support community members' technology needs, and provide spaces for community programs. This project is being delivered as a Community Amenity Contribution (CAC)<sup>1</sup> as part of the 28-acre Oakridge Development project. Construction is now well underway, with completion scheduled for Q4 2025.

The Library Board and Vancouver Board of Parks and Recreation jointly requested that this Civic Centre receive the gift of a name from the local Nations. Since 2023, Library staff have worked closely with Musqueam language and cultural staff to create a foundation of mutual trust and respect between the Nation and the partners who will build and occupy the space.

The gift of a name will highlight the Musqueam culture and title to Library and Community Centre visitors, and will impact public art elements within the space that will reflect the name. A gifted Musqueam name will involve a long-term relationship of reciprocity between the Musqueam Indian Band and the Vancouver Public Library, and we are committed to fulfilling this responsibility, and growing the relationship.

More information about the Oakridge development can be found here:

<http://vancouver.ca/home-property-development/oakridge-redevelopment.aspx>

## **2. Marpole Branch**

Built in 1955 and renovated in 1974 to be a library branch, the Marpole Branch at 8386 Granville St was formerly leased and was purchased by the City in 2013. At 3,600 square feet, Marpole is the smallest of the VPL branches, with the exception of Carnegie, and is often very crowded. In comparison, VPL's newest branch, náč̓aʔmat ct Strathcona, is 11,000 square feet. The current neighbourhood population is 24,000 and it is expected to grow to 36,000 by 2041. Renewing and expanding the branch was first included in the City's Capital Plan in 2012-2014, and it has been included in each plan since then, although the project has not proceeded beyond consultation. The 2014 Marpole Community Plan identified the need for a renewed, larger library and the VPL Facilities Master Plan ranks it as a high-priority branch for reinvestment (#3), with a recommended size of 17,000 square feet.

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<sup>1</sup> CACs – CACs are provided by property owners when Council grants development rights through rezoning. CACs typically come in two forms: in-kind onsite amenities and cash contributions. CACs may be applied to a wide range of amenities including those that are not DCL eligible such as new or expanded recreation, cultural and social facilities, libraries, and fire halls. DCLs (Development Cost Levies) are paid by property developers based on square footage and are a source of revenue for City facilities such as parks, childcare facilities, social and non-profit housing, and engineering infrastructure. In 2024, new legislation introduced changes to this longstanding funding framework via Bills 46 and 47; use of the new tool of Development Cost Charges (DCCs) is still being reviewed at the City Finance level.

The current branch site at Granville and 67th Avenue was identified as the location for a new civic centre in the 2019-2022 Capital Plan, and consultation was funded. This project was intended to include a 17,000 square foot library, as recommended in the VPL Facilities Master Plan, and other civic amenities such as housing, childcare and cultural spaces. This project was not funded in the 2023-2026 Capital Plan, and the civic centre/library project paused.

In 2023, unspent funds from the 2019-2022 Capital Plan intended for the new Marpole branch were allocated to a consultant-led feasibility study to explore options for a temporary expanded location for the Marpole Branch, as the civic centre project was not proceeding in the 2023-2026 Capital Plan and the need for a larger library location remains urgent. This study, concluded in February 2024, recommended expansion into the adjacent retail unit; this would double the branch's footprint, and allow for much needed amenities such as a program room, expanded children's space, and improved accessibility.

In the 2024 Midterm Capital Update, Council committed up to \$11M in capital funding to complete the temporary expansion within the 2023-2026 Capital Plan, while continuing to pursue the long term permanent goal of a Civic Centre with 17,000 square foot library on a longer timeline. At this time, the temporary Marpole expansion is moving ahead into detailed design and construction, with completion projected for Q3 2026; this will require closure of the branch during one phase of construction, for approximately 4 months.

Work on the permanent Civic Centre development is also continuing, with preliminary plans at the Rezoning Enquiry state. City staff are exploring funding possibilities, including the potential of using market housing to fund this development and the timeline on this redevelopment is not yet determined.

The Marpole area is the location of a former Musqueam village and burial site known as *čəsnaʔəm*. The City has invited engagement with the Musqueam Indian Band to discuss how a future library and civic centre could support their priorities and interests, and more conversations will occur as the permanent site moves ahead. Opportunities to reflect Musqueam culture in the temporary expansion site are limited, and may include Musqueam art on the extensive exterior glazing, similar to the approach taken at the West Point Grey branch in 2023.

Information about the Marpole Community Plan can be found here:

<http://vancouver.ca/home-property-development/marpole-community-plan.aspx>

### **3. Collingwood Branch**

In 2014, the City launched the Joyce-Collingwood Precinct Review to combine a land use review with upgrades to the Joyce Collingwood transit station. The plan identified needs to support growth for 25 years and to create a stronger, more cohesive neighbourhood, improved physical and social connections, and a more active, vibrant shopping street. In 2016, Council approved

the precinct and a public benefits strategy, which included an opportunity to renew and expand the Collingwood library branch near Joyce-Collingwood station.

The current Collingwood branch is located at the intersection of Rupert and Kingsway, with low housing density, limited parking and limited transit options. It was built in 1951 and renovated in 1996 and 2009. The branch is 5,200 square feet, however, only 2,900 is public space with 1,200 square feet of storage in the basement. It was the only VPL location to not achieve accessibility certification from the Rick Hansen Foundation, due to lack of accessibility for the staff washroom. Moving the branch to the Joyce Collingwood precinct would enable residents who use transit to easily get to the branch as well as serve both the planned and established housing developments. The branch was identified as a high priority for re-investment (#1) in the Facilities Master Plan with a recommended size of 10,000 square feet.

VPL and City of Vancouver Facilities Planning provided feedback to a rezoning application which included a library for 5163-5187 Joyce Street, submitted in September 2020. Information about the public feedback process on the rezoning application is here:

<https://shapeyourcity.ca/5163-5187-joyce-st>

There has been no movement on this application since 2021. If this site does not proceed, library staff will work with the City's planning team to explore alternate locations for a new branch which would be co-located with retail, housing, and/or other amenities.

Information about the Joyce-Collingwood Station Precinct Plan can be found here:

<https://vancouver.ca/home-property-development/joyce-collingwood-station-precinct-review.aspx>

#### **4. East Fraser Lands (River District)**

The City is developing a sustainable, complete community at East Fraser Lands (River District). The plan calls for a mainly residential neighbourhood with a variety of housing types and a commercial centre on this site, which is substantially developer-owned.

The closest branch to this development is Champlain Heights which is 2 km away; however, its location presents an access challenge for those living in the East Fraser Lands. The area is not well-served by transit. Walking from the East Fraser Lands to the branch takes approximately 20 minutes and is problematic due to a steep hill. This, combined with the major roadway and extensive forest (Everett Crowley Park on the east side and Fraserview Golf Course on the West), make for a difficult and isolated walk. The next closest branch to East Fraser Lands is Fraserview, which is 3.9 km away.

In April 2021, Council approved amendments to the Official Development Plan for the East Fraser Lands following a Public Hearing. These amendments provided for increased housing options and amenities including 20 additional childcare spaces and 2 additional acres of park land. The Official

Development Plan report to Council proposed a library branch and firehall be added to the public amenities, however, it was noted that a broader funding strategy as part of City-wide financial planning would be required to support delivery of these two unfunded amenities.

In 2024, the City worked with the developer and other site partners to incorporate an express library space into plans for the 3,000 square foot East Fraser Lands Community Centre, which is funded and in early stages of design. This alternative library service model will offer collections, staff services, and public technology access in a constrained footprint within the Community Centre lobby. This approach is aligned with the VPL Facilities Master Plan and prior Board discussions, and has potential to bridge library service gaps in growing communities where a full service branch is not feasible.

Information about the project can be found here:

<https://vancouver.ca/home-property-development/east-fraser-lands-river-district.aspx>

## **5. ʔəyálməxw/lýálməxw/ Jericho Lands**

The City is undertaking a comprehensive planning program to guide the future development of the 90 acre ʔəyálməxw/lýálməxw/Jericho Lands. The plan is being developed at the request of the Jericho Lands owners, a joint venture partnership between the Musqueam, Squamish, Tsleil-Waututh Partnership and Canada Lands Company. Initial planning discussions include the opportunity to provide a range of housing options, community amenities, shops, services, childcare, and employment space. Library staff have had minimal involvement in discussions.

The development of the Jericho Lands, and/or the extension of the Skytrain to UBC, provide potential opportunities to supplement or relocate West Point Grey branch. These opportunities are likely to be more than 10 years in the future, and are dependent on the results of the planning program.

Public engagement has been conducted online and in person, and the ʔəyálməxw/lýálməxw/Jericho Lands Policy Statement was approved by Council on January 24, 2024. The policy statement establishes planning principles and policies that will guide future rezonings and redevelopment of the site over the next 25-30 years.

The Jericho Lands Policy Statement reflects the inclusion of a minimum 10,000 square foot non-traditional library, defined in conversation with Jericho Lands MST Cultural Liaisons as a House of Learning to be co-developed with MST Nations. This space would likely be co-located with other community facilities, such as a community centre or cultural space, in a high-traffic, pedestrian-oriented location on the site.

At 10,000 square feet, this library would not replace the nearby 5,100 square foot West Point Grey branch, which would need to remain in operation. If plans evolved to support a Jericho

Lands library space of 16,000 square feet or greater, this may allow services to the Jericho and West Point Grey neighbourhoods to be delivered out of the new location.

Information and materials, including the Jericho Lands Policy Statement are available at:  
<https://shapeyourcity.ca/jericho-lands>

## **6. Seḥákw / Burrard Slopes**

The library has identified the opportunity for library service for the Seḥákw development and Burrard Slopes area, such as a ‘library kiosk’ or express service branch, and described these by correspondence at the invitation of Squamish Nation representatives. Seḥákw is being developed by Nch’kaḥ West—a partnership between Nch’kay Development Corporation and Westbank Projects Corp. Nch’kaḥ is the economic development arm of the Squamish Nation.

Information about the Seḥákw development is here: <https://senakw.com/>

## **7. Central Library - Children’s Library Revitalization Project**

This project is the implementation of the second phase of the revitalization plan for Central Library, following the opening of Levels 8 and 9 in 2018. The plan includes renovations, adding a second program room, and additional interactive space for the Children’s Library on the Lower Level.

Initially, this project was funded by \$3.5M from the VPL Foundation. A feasibility study process was completed in 2022, identifying a total project cost of approximately \$8M. Based on the available donor funding of \$3.5M, it was anticipated that it would require a two phase approach to achieve the full concept. In 2023, VPL began work with consultant Urban Arts and Architecture (UAA) to prioritize key elements of the space, and undertake detailed design, with the intention of proceeding to construction on Phase 1.

In 2023, City Council allocated an additional \$4.5M in project funding from the Provincial Growing Communities grant, enabling VPL to undertake the full scope of the project as envisioned in the feasibility study. Construction was initially expected to begin in Fall 2024, with completion of the full project approximately 12 months later in Fall 2025. Cost escalations and procurement issues led to delays, and construction is now planned to begin in April 2025, with completion targeted for the end of Q1, 2026.

The Children’s Library has temporarily relocated to Level 2 at Central, with programming on Level 9. Demand for programs, collections, space and class visits remains strong in the temporary spaces. The Teen space has permanently relocated to Level 3, where staff report increased use of the more attractive space by youth.

## **8. Central Library Master Plan / Levels 2 and 3**

The Central Library Master Plan was created in 2012 as part of planning to move the City of Vancouver Archives to Central Library. The Archives move to Central Library was cancelled in 2021, and the Central Library Master Plan now requires updating.

Staff have identified that the new Master Plan should include an Indigenous cultural space, designed with the participation of the Musqueam, Squamish and Tsleil-Waututh Nations and urban Indigenous peoples, improved visibility of the range of library service offerings on Level 2, and improved technology-supported spaces. Staff anticipate beginning this process in Q4 2025, dependant on the availability of City Facilities Development staff. Following or in conjunction with the Central Library Master Plan, staff will begin work with the City's Facilities Development staff and consultants on a feasibility study for revitalizing Levels 2 and 3 of Central Library, which is financially supported by the VPL Foundation.

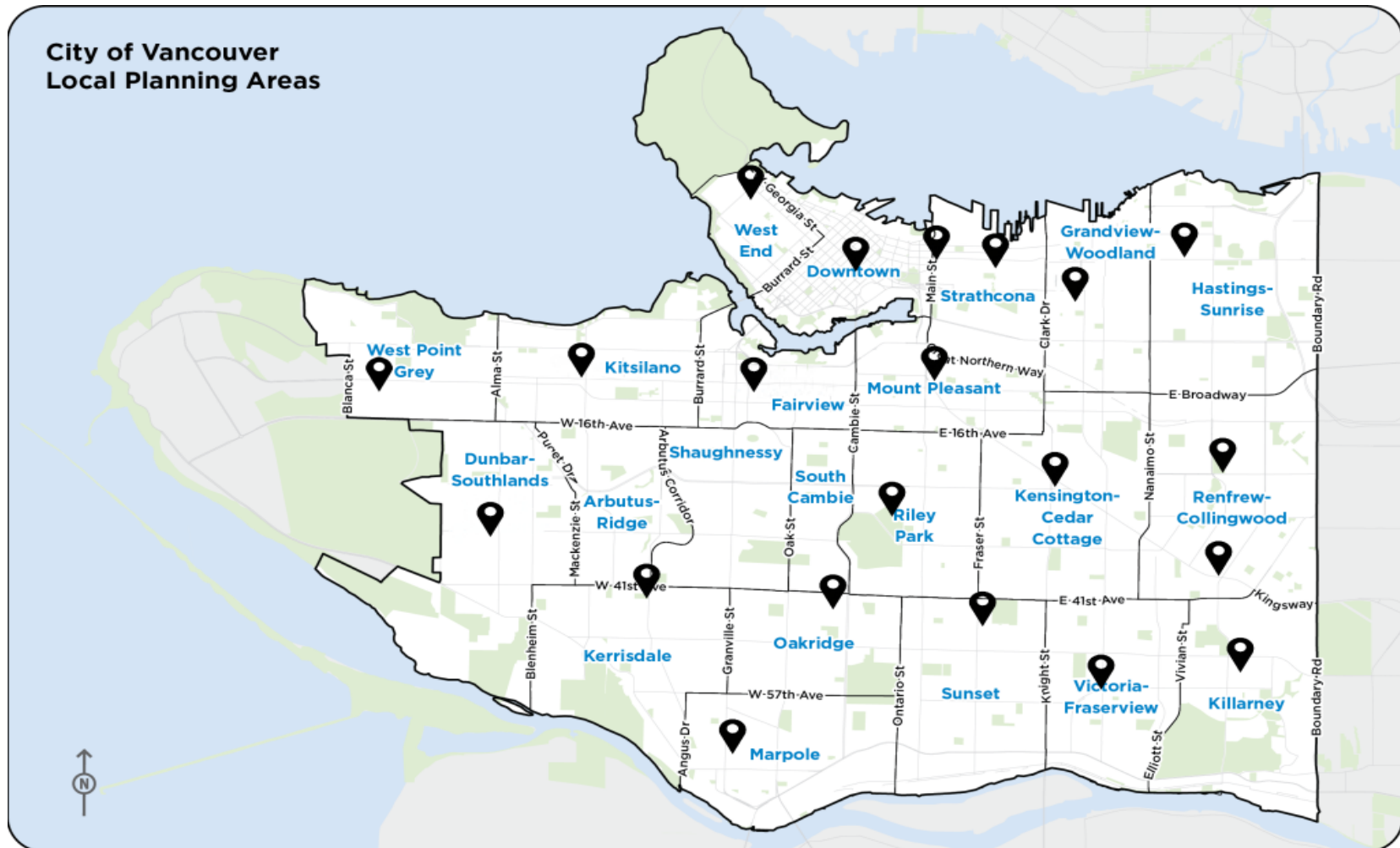
### **FINANCIAL IMPLICATIONS**

Funding for facilities developments is requested through the City of Vancouver's capital planning and budgeting processes, and may include funding from the VPL Foundation. For the revitalization of the Children's Library at Central Library, \$3.5M is funded through the VPL Foundation, and \$4.5M from the Provincial Growing Communities Fund with the approval of City Council. Branch redevelopments are funded by a combination of developer contributions (cash and in-kind), City revenues, and borrowing.

### **FINAL REMARKS**

Users regularly identify VPL's public spaces as one of their highest priorities. These opportunities to redevelop facilities create excellent potential to greatly improve library services and experiences for Vancouver residents.

## APPENDIX A



## APPENDIX B

# Approved Population Growth Areas (2016-2041)

